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ABSTRACT

Based on a two-day national networking conference composed of policymakers from the public and private sectors, this report proposes ten steps for improving teacher preparation and retention in order to upgrade the quality of education nationally and halt the growing shortage of teachers in specific subject areas. Specifically, it was proposed that: (1) accurate information is needed to anticipate teacher supply and demand and identify needed program changes; (2) multiple routes into teaching are needed; (3) colleges and universities should have institution-wide responsibility for rigorous subject matter and pedagogical training of teachers; (4) teacher certification must be candidate-based and accurately reflect school level teaching responsibilities; (5) site-level supervision should be provided for all new teachers; (6) retraining current teachers to respond to shortage areas should be a high priority; (7) the best teacher evaluation systems are locally developed; (8) greater incentives and rewards are needed to attract and retain talented teachers; (9) private sector participation in public education needs to be encouraged; and (10) resource networks should be expanded to share successes and lessons learned. A summary of the networking conference dialogues is included. (JD)

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ED265099

A Report to the President of the United States

INTERGOVERNMENTAL ADVISORY COUNCIL ON EDUCATION

July 1985

SP 026 640

U.S. DEPARTMENT OF EDUCATION
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A Report to the President of the United States

INTERGOVERNMENTAL
ADVISORY COUNCIL
ON
EDUCATION

IACE NATIONAL NETWORKING CONFERENCE

National Networking Conference
Topic: Teacher Preparation and Retention

"An Opportunity to Discuss Both an Emerging Issue and an Emerging Process"

Washington, D.C.
May 2-3, 1985

Council's Functions

The Intergovernmental Advisory Council on Education (IACE) was established by Congress in 1979 (P.L. 96-88). The council is composed of 20 members who are appointed by the President.

Among the members are elected state and local officials, parents, students, businessmen and women from the public sector, and representatives of public and private elementary, secondary and postsecondary education. The Under Secretary is an ex-officio member.

The council provides assistance and makes recommendations to the President, the Congress and the Secretary of Education in the area of intergovernmental policies and relations.

IACE is responsible for providing a forum for representatives of Federal, State and local governments and private entities to discuss educational issues; recommending improvement of the administration and operation of Federal education and education-related programs; and promoting better intergovernmental relations.

The council may review existing and proposed rules or regulations of the Department concerning Federal education programs in order to determine the impact or potential impact of such rules or regulations on State and local governments and public and private educational institutions.

Jacqueline McGregor

EXECUTIVE DIRECTOR

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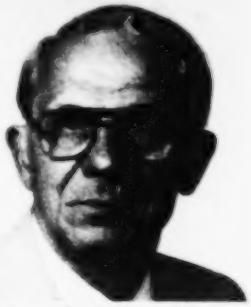
Intergovernmental Advisory



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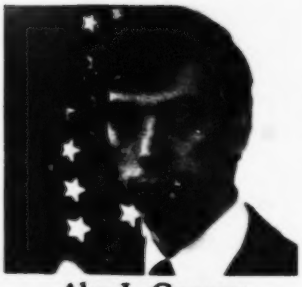

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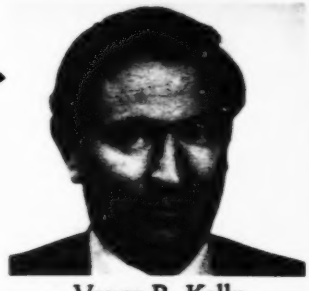

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REPORT TO THE PRESIDENT FROM THE INTERGOVERNMENTAL ADVISORY COUNCIL ON EDUCATION

Executive Summary

Well-prepared classroom teachers are a matter of mutual self-interest for students, parents, educators and the business community. Literacy and civic responsibility in the young are developed through sound approaches to learning and, by consequence, sound approaches to teacher preparation.

This was the consensus of a national networking conference conducted by the Intergovernmental Advisory Council on Education. Appointed by the President, the Council is charged with making recommendations to the Administration on intergovernmental policies and issues relating to education.

"Education is no longer the private domain of educators..." William Pierce, Director of the Council of Chief State School Officers

As evidence that education is no longer the private domain of educators, conference participants heard informed perspectives on teacher preparation from members of Congress, the military, the Chamber of Commerce and business leaders, as well as students, parents and educational policymakers.

Major themes and recommendations from the conference follow:

Teacher Preparation Must Reflect the Realities of Learning in the 21st Century. Congressman Newt Gingrich challenged conference participants to set aside their assumptions about how teaching and learning are presently organized and put the learner at the center of the educational experience. The knowledge explosion and the availability of computer technology make it imperative that teachers are trained to help students analytically use knowledge to cope effectively in the information age.

"The knowledge explosion and the availability of computer technology make it imperative that teachers are trained to help students analytically use knowledge to cope effectively in the information age." Congressman Newt Gingrich

Teaching will be substantially different under these circumstances. We must set priorities, and limit our objectives for public education. At the same time we must raise standards for teacher training, performance and compensation. The growing shortage of classroom teachers must not be used as an excuse to reduce standards or performance expectations of classroom teachers. Instead, innovative recruitment strategies and multiple routes need to be provided for qualified individuals to enter teaching. We must also provide greater incentives and rewards for outstanding teachers to enter and remain in the profession.

Recommendations

1. Accurate information is needed to anticipate teacher supply and demand and identify needed program changes.

The federal government is in a unique position to track the supply and demand for classroom teachers, make projections for anticipated staffing needs, collect and disseminate data on the kinds of skills needed to prepare our youth for job success in America's shift from an industrial to a high-tech and service economy, and to conduct research on alternative approaches into the profession.

2. Multiple routes are needed into teaching.

Most college graduates will enter teacher training programs. But alternative routes for qualified individuals to enter teaching are needed including: teacher traineeships coordinated by master teachers, supervised internships, and special entry opportunities for members of business and industry, the military and retired persons to teach part time.

3. Colleges and universities should have institution-wide responsibility for rigorous subject matter and pedagogical training of teachers.

All classroom teachers need expertise in subject matter, learning theory, instructional strategies, and classroom management. Institutions of higher education, state governments and professional organizations need to work together closely to ensure that teacher candidates receive rigorous preparation.

4. Teacher certification must be candidate-based and accurately reflect school level teaching responsibilities.

The teaching profession itself, working with state boards, legislatures and institutions of higher education, should define the standards for entry into the profession. The federal government has a more limited role to support the development of voluntary guidelines for local implementation of program approval and teacher certification systems.

5. Site level supervision should be provided for all new teachers.

Teacher training does not end with certification; site level supervision, supported by state, local and private resources, is needed to ensure that new teachers receive coaching during their early teaching years.

6. Retraining current teachers to respond to shortage areas should be a high priority.

Private and public resources are needed to retrain current staff to meet teacher shortages in mathematics, science, languages and special education. Public and private resources are needed to support cooperative training programs between local school districts and institutions of higher education.

7. The best teacher evaluation systems are locally developed.

State and private organizations should work with teachers and local districts to develop credible evaluation systems and support experiments with career ladders, merit pay and differentiated staffing to reward outstanding educators. These efforts will document educator willingness to, in Senator Orrin Hatch's words, "set meaningful teacher performance standards and document progress toward meeting them."

8. Greater incentives and rewards are needed if we are to attract and retain talented teachers.

Forgiveness loans should be provided to encourage qualified graduates to enter teaching. Better salaries, greater teacher decision-making, and improved working conditions are also essential if education is to compete successfully in the current labor market.

9. Private sector participation in public education needs to be encouraged.

Public education has a lot to learn from the private sector. Current private sector participation in public education needs to be encouraged, including: support for adopt-a-school programs, joint curriculum development projects, use of the "athletic draft" model to recruit outstanding teachers, and teacher exchange initiatives.

10. Resource networks should be expanded to share successes and lessons learned.

The federal government has a responsibility to encourage and support the development of regional and local networks to share effective programs and approaches.

In sum, business, industry, and non-educational sectors of the society have a "mutual interest in education" and invaluable resources to share with the education community. Education is no longer the private domain of educators.

"Well-prepared teachers are a matter of mutual self-interest for students, parents, educators and the business community."

The business community, private sector interests and the military are committed to public education and sharing increased human and financial resources with elementary and secondary education. In return, educators must demonstrate their ability to make good on the investment being made by providing better qualified staff and improved student performance.

Joseph C. Harder, Chairman
Norman A. Murdock, Vice Chairman

Jacqueline E. McGregor,
Executive Director

Summary of National Networking Conference on Teacher Preparation and Retention

"Education is no longer the private domain of educators; public and private sector leaders from a broad range of organizations are joining with school people in cooperative networks to share ideas and resources for improving public education."

This comment by William Pierce, Director of the Council of Chief State School Officers, struck the theme of a recent national networking conference. Sponsored by the President's Intergovernmental Advisory Council on Education (IACE), participants at the May 2-3 conference on Teacher Preparation heard from speakers as diverse as U.S. Congressman Newt Gingrich (GA), Senator Orrin Hatch (UT), Richard Kunkel (National Council for the Accreditation of Teacher Education), and Margaret Marston, member of the Virginia State Board of Education and participating author of *A Nation At Risk*.

The goal of the conference was to analyze challenges facing educational policymakers, set goals for local, state and federal responses to those challenges and build a stronger network for sharing resources among federal, state, local, and private sector individuals interested in education.

"Unique to the current reform movement is vigorous participation by non-educators as well as educators. Governors, legislators, business people and parents have joined school people to improve public education."

Background

The quality of education received by our nation's 57 million students rests in large part on the quality of the 12 million teachers with whom they work. Over the past five years, the publication of numerous commissioned reports and subsequent reform initiatives attest to broad public interest in education and efforts to improve it. Unique to the current reform movement is vigorous participation by non-educators as well as educators. Governors, legislators, business people and parents joined school people to improve public education.

Coincident with the reform efforts, the United States is also facing a major shortage of classroom teachers, particularly in science, mathematics, special education and languages. This demand for new teachers, caused by growing teacher retirements and increased student enrollments, is made more problematic by the reduction in the number of new teacher candidates. More lucrative alternatives, higher salaries, and greater opportunities for career advancement in other professions reduce the attractiveness of teaching as an occupation.

"Coincident with the reform efforts, the United States is also facing a major shortage of classroom teachers, particularly in science, mathematics, special education and languages."

Networking as a resource for educational improvement

"How should public and private agencies and institutions organize and collaborate to get the teachers we want and need?"

These issues set the stage for the two-day IACE networking conference of representatives from public and private agencies interested in education. What ought to be federal, state, local and private responses to the problems of teacher preparation? How can these strategies be undertaken in an era of limited resources and competing demands? How should public and private agencies and institutions organize and collaborate to get the teachers we want and need?

U.S. Congressman Newt Gingrich provided a compelling keynote for the conference by asking the audience to reexamine historic assumptions about teaching and learning and recognize that our current tactics, operations and strategies are conditioned by our 19th century visions of education. Instead, we must ask:

- ☐ What kinds of knowledge, skills and attitudes will our students need in the 21st century?
- ☐ What kinds of individuals do we want to help our young people to participate as adults in that world?
- ☐ How can we organize now to provide educational settings to meet the demands of the "information age?"

Conference participants then met in both large and small group sessions to hear from students, parents, businessmen, industry representatives, and educational experts on these issues. Their task was to identify problems and recommend approaches for federal, state and local, and private sectors' efforts to recruit and train talented teachers. The key themes and recommendations from the discussions follow.

1. Accurate information is needed to anticipate teacher supply and demand and identify needed program changes.

"The Federal government is in a unique position to collect and disseminate data."

Good data about prospective teachers and teacher education programs is not readily available and, what is, is in some cases, contradictory. Richard Kunkel, Director of the National Association for the Accreditation of Teacher Education (NCATE), and David Imig, Director of the American Association of Colleges for Teacher Education (AACTE), presented a film, "Tomorrow's Teachers," and data from the National Commission on Excellence in Education and the National Center for Education Information which indicate that:

- ☐ The quality of the teacher applicant pool may not be as poor as we have been told (Weaver, 1979; Vance and Schlecty, 1982). SAT career projections taken in high school are weak reflections of those who enter teacher training programs; students in teacher education are more at the median for all university students. However, the data is insufficient to generalize about SAT scores of all teacher education students (Feistritzer, 1984).
- ☐ The content of teacher education programs varies widely. More education courses are required to complete teacher education programs than were required in 1974 and preparation programs include more clinical experience and teaching practice than before (NCEI, 1984). Contrary to popular belief,

only 20 percent of the typical program of prospective high school teachers is made up of education courses and more than a third of that is student teaching (NCATE, 1985). No data is currently available about the range of content in teacher education programs, nor specific knowledge and skills expected at exit.

- ☐ New teacher graduates are down by 14 percent since 1973 and, if current enrollment projections persist, the supply of new teachers could likely be half of the demand by 1992 (NCEI, 1984). Again, this data only takes into account graduates of teacher education programs; with three-fifths of the states in the country looking at alternative routes to teacher certification, we have only a limited picture of the supply of teachers.

"With three-fifths of the states looking at alternative routes to teacher certification, we have only a limited picture of the supply of teachers."

More data is clearly needed on teacher education students and programs. A panel discussion followed the Imig/Kunkel presentation, with participation by a student, parent, teacher, administrator, and a representative from business and industry. Underlying many of the panel members' recommendations to more effectively support prospective and current teachers was the need for better data on the supply and demand for teachers and the kinds of skills they will need. Accurate information is cost efficient; lack of information is a deficit.

The federal government should support research to expand the knowledge base on teacher supply and demand, projections for staffing needs, and alternative approaches into the profession.

"The Federal government should support research to expand the knowledge base on teacher supply and demand, projections for staffing needs, and alternative approaches into the profession."

2. Multiple routes are needed into teaching.

Most college graduates will enter teaching training programs, but alternative routes for qualified individuals to enter the occupation need to be provided.

Big business is taking a serious look at education. The U.S. Chamber of Commerce has an educational research agenda, and the Committee for Economic Development will soon publish its own report on education. Business people, the military and retired persons are willing and able to participate in teaching, and the profession needs to facilitate appropriate entry and exit for mid-career individuals. Suggestions included: teacher traineeships coordinated by master teachers and teacher-industry exchanges.

"You (educators) need to be listening to the people you may not agree with and listening to the people you haven't talked with in the past because they can provide you with an insight and a perspective that you're going to need."
Robert Martin,
U.S. Chamber of Commerce

Standards for entry into teacher training programs are the responsibility of local institutions of higher education (IHE) working within expectations set by professional organizations and state-established norms for certification. The federal government should play only a limited role in this area—perhaps to catalog IHE entry requirements and the contents of teacher education programs.

"Business people, the military and retired persons are willing and able to participate in teaching and the profession needs to facilitate appropriate entry and exit for mid-career individuals."

3. Colleges and universities should have institution-wide responsibility for rigorous subject matter and pedagogical training of teachers.

All classroom teachers need expertise in subject, learning theory, instructional strategies and classroom management. Institutions of higher education, state governments and professional teacher organizations need to work together

closely to ensure that teacher candidates receive rigorous preparation.

"Instead of a college of education, the Center for Excellence in Education draws upon resources of the university system, government, business and industry."

George N. Smith, IACE Council Member and Vice President, Northern Arizona University, described an innovative approach to teacher education being implemented at his institution. Instead of a college of education, the Center for Excellence in Education draws upon resources of the university system, government, business and industry. The Center also works with local school districts and community colleges to provide off-campus programs and services to rural areas of the state.

This approach to teacher training involves extensive reconfiguration of traditional programs and faculty development in pedagogy and course content. Dr. Smith noted, "until excellence is established and maintained at the university level, it will not exist at the local level."

"Until excellence is established and maintained at the university level, it will not exist at the local level." George N. Smith, Executive Director, The Center for Excellence in Education

Conference participants disagreed about whether students should be enrolled in teacher education programs at the undergraduate or graduate level. Some felt that teacher education should be solely a post-baccalaureate experience; others wanted prospective teachers introduced to clinical teaching experiences early in their college careers, to make most cost-effective use of students and university time.

Regardless of when they enter, prospective teachers at both the elementary and secondary levels need strong subject matter backgrounds, as well as training in learning theory and instructional strategies. Acknowledging that an elementary teacher must develop knowledge and skills in all areas of the curriculum, participants felt that a strong discipline major would provide both elementary and secondary teachers with a conceptual lens through which to reflect upon their work.

"Major structural changes, like those undertaken in Arizona, should be considered."

States and the private sector should provide resources to support design, implementation, and evaluation of innovative approaches in teacher education. Major structural changes, like those undertaken in Arizona, should be considered.

4. Teacher certification must be candidate-based and accurately reflect school level teaching responsibilities.

The teaching profession itself, working with state entities (State Boards of Education, State Legislatures, and Institutions of Higher Education) should define the standards for entry into the profession.

"Beyond the setting of voluntary guidelines, the federal government should not impose solutions."

The federal government has a limited role to help states examine their program approval and certification requirements from a broader perspective. Beyond the setting of voluntary guidelines, conference participants felt that the federal government should not "impose solutions."

5. Site level supervision should be provided for all new teachers.

Teacher training should not end with certification. Participants supported the "internship" notion, used by many colleges and universities in the late sixties and early seventies, to provide site level support for new teachers.

The prospective teacher, armed with a baccalaureate, some teacher training and a provisional certificate, should receive building-level coaching from the teacher training

institution or appropriate district personnel. State, local and private financial support should be provided for these internships to ensure new teachers both salary compensation and instructional supervision during their early teaching years.

6. Retraining current teachers to respond to shortage areas should be a high priority.

While undertaking efforts to bring more college graduates into teaching, we also need to retrain current staff to respond to the shortages of teachers in mathematics, science, special education, and critical languages.

Public and private resources are needed to support cooperative training programs conducted jointly by institutions of higher education and local school districts.

Business and industry must be given financial incentives to provide input in such areas as short and long term projections on the job market and new skills and combinations of skills needed to ensure job success for the student upon graduation and for the prospective employer of the student.

"Business and industry must be given financial incentives to provide input on short and long term job market projections and new skills and combinations of skills. These are necessary for the student and the prospective employer of the student in ensuring job success."

7. The best teacher evaluation systems are locally developed.

State and private organizations should work with teachers and local districts to develop credible evaluation systems and sanction and reward teachers accordingly.

While there is growing support for national measures at induction into teaching, research on teacher evaluation indicates that the most effective career teaching evaluation systems are locally developed to reflect district goals, conceptions of teaching and learning and management styles. States and localities need to make teacher evaluation a priority, allocate appropriate resources to evaluation efforts and staff development, and integrate teacher evaluation into current educational reform efforts.

8. Greater incentives and rewards are needed if we are to retain talented teachers.

The Honorable Orrin G. Hatch, U.S. Senator (UT), spoke to the need for balance in the profession - the need for both greater incentives and rewards for teachers, as well as accountability for a job well done. "We spend over $100 billion a year on elementary and secondary education in this country and we need some assurance that the money is going to make a difference."

Senator Hatch endorsed strong teacher evaluation programs, incentive pay, and career ladders to encourage our most talented teachers to stay in the profession. Sabbaticals for study, included in Hatch's Talented Teacher Act, will also provide incentives and rewards for outstanding classroom teachers.

A reaction panel to Senator Hatch struck many of the same themes of "increased teacher compensation for increased accountability." Gail Nuckols with the Arlington County School Board echoed the remarks of Lovely Billups, to "keep teachers in the reform movement." In the current zeal to upgrade student performance, we may inadvertently denigrate the professional already in the field. Instead, we should be validating their experiences and drawing upon their expertise in designing reform initiatives.

"We must keep teachers in the reform movement. We should be drawing upon their expertise in designing reform initiatives."
Lovely Billups,
veteran classroom teacher

"Ninety three percent of the people we took in this year are high school graduates... In spite of the level of competency that we're bringing in, my budget for basic skills education is going to be $19 million. So there are a lot of people who really still need to study basic reading, writing, and arithmetic."
Colonel William A. Scott, Director of Education, Department of Defense

"Government on all levels and private industry should support forgiveness loans to encourage college and university students to enter teaching for designated periods of service."

"Public education has a lot to learn from the private sector. Current private sector participation in public education needs to be encouraged."

"What good is the million dollar classroom if the student can't read or comprehend the recipe or doesn't have the basic math skills necessary for simple conversion of that recipe?"
William C. Anton, Hospitality Industry Representative

How to measure and effectively document effects of the reform movement were central to the remarks made by Margaret Marston, member of the National Commission on Excellence and the Virginia State Board of Education. She pointed out that we need new metrics for assessing the effects of recent educational reforms. "Unfortunately, however, many of the measurement issues have not yet been resolved."

Various resources to support improvement efforts were presented by Mildred Barry Garvin, New Jersey State Assembly, William Scott, Department of Defense, and Bassam Shakhashiri, National Science Foundation. Some illustrative examples include: residential education for recent immigrants in New Jersey, teaching roles for retired military personnel in Florida, and projects to support training for the Informal Science Educator by the National Science Foundation.

Salary increases and improved working conditions were repeatedly mentioned as central to attracting and retaining talented teachers. Acknowledging that money will never be the primary reward for teaching, everyone felt that we must pay classroom teachers competitive salaries if we are to encourage qualified college graduates to enter, and talented teachers to remain in, the profession.

In addition, government at all levels and private industry should support forgiveness loans to encourage college and university students (in particular, qualified minority students) to enter teaching for designated periods of service.

Working conditions in schools must also be improved. Teachers need fewer organizational disruptions and greater decision-making in school matters. At the same time, administrators need training to be more effective instructional leaders as well as efficient building managers.

9. Private sector participation in public education needs to be encouraged.

Public education has a lot to learn from the private sector and current private sector participation in public education needs to be encouraged. Professional teaching associations and trade organizations should cooperate to develop school-based programs for teacher preparation and in-service.

Academic partnerships are also key ingredients for private sector-IHE-school relationships. IHE professors should participate in exchanges with both the public schools and private industry.

William Anton, with the hospitality industry, reaffirmed the commitment of business and industry to public education. Business and industry have expanded their involvement in public education in recent years, away from narrow projects, to major financial and personnel support efforts. However, in return, educators must be willing to document their "ability to deliver."

"What good is the million dollar classroom if the student can't read or comprehend the recipe or doesn't have the basic math skills necessary for simple conversion of that recipe?" Anton asked. "Voc-Ed is no longer the dumping ground of education, for the problems due to the lack of basic humanities skills are epidemic throughout all stratas of education. The number one priority is back to the basics...

how can we justify spending millions of the taxpayers' dollars on elaborate voc-tech facilities?"

Increased state revenues appropriated to fund educational reform packages in more than 30 states are testimony to business' and industry's support for public education. But it doesn't stop there; the private sector is also helping education to deliver, through:

- ☐ Teachers' exchange programs - with scientists and engineers working part-time in public schools;
- ☐ Academic partnerships in Boston, Washington, and other western states, where contracts to guarantee student academic competence guarantee positions in the local labor force.

Not all teachers are going to stay in the profession for their entire careers. Thus, we need to facilitate the entry and exit of good people, reward outstanding teachers, and recognize that individuals will move in and out of the educational profession.

10. Resource networks should be expanded to share successes and lessons learned.

More frequent and substantive cooperation and coordination need to occur among various federal, state, and local agencies - both public and private. Networking between the public and private sectors helps us to learn from one another and integrate the vast bodies of knowledge available to help support educational research and practice.

Representatives from several major federal networks reviewed their missions with conference participants:

—LeRoy Walser, Acting Executive Director of Federal Interagency Programs, described the working of the Federal Interagency Committee on Education (FICE) which coordinates the efforts of such federal agencies as Defense, Agriculture, Labor, and Health and Human Services to improve education.

—Jane Roberts, Assistant Director of Communications at the Advisory Commission on Intergovernmental Relations (ACIR), described that network's efforts to create a more informed electorate by engaging public policy discussion on issues which cut across human service organizations.

—William Pierce, Director of the Council of Chief State School Officers, reported on the work of the Educational Leadership Consortium. The consortium functions as a network to facilitate communications among various state and federal educational policy making organizations, including: The Council of Chief State School Officers, National Association of State Boards of Education, Education Commission of the States, and the Institute of Educational Leadership.

Because of its national focus, the federal government has a responsibility to encourage and support the development of regional and local networks to share resources and model programs. National conferences could facilitate nationwide networking, communication on reforms and dissemination of effective practices.

"Because of its national focus, the federal government has a responsibility to encourage and support the development of regional and local networks to share resources and model programs."

"As knowledge expands, so does the need for greater networking. We can learn from the mistakes of others and build upon the successes of others."
Emlyn Griffith,
New York Board of Regents

In Sum

"The process of sharing resources and information about exemplary programs is the process of networking. As knowledge expands, so does the need for greater networking. We can learn from one another's mistakes and build upon one another's successes."

This statement by Emlyn Griffith, member of the New York Board of Regents and the Intergovernmental Advisory Council on Education, closed the conference and underscored both the conference theme and the need for continued communication among the more than 60 organizations and agencies brought together on this occasion.

Submitted by members of the Intergovernmental
Advisory Council on Education
July 1985

Dr. Laura A. Wagner, I.E.L. Fellow on loan to the Council for this conference, incorporated a synthesis of the round-table discussions in preparation of this report.

Biographies of Reactors and Panelists

HARLEY K. ADAMSON is Chairperson of the Services Education Department at Weber State College, Ogden, Utah. A graduate of the University of Denver with a Doctorate in Education (ED), he has been a professor at Weber State for the past 19 years. Dr. Adamson developed the Interaction Laboratory for the Teacher Development Program and has extensive experience as a consultant to corporations and colleges.

WILLIAM C. ANTON is a member of the Board of Directors of the Michigan Restaurant Association. Mr. Anton serves as Vice Chairman of the Greater Detroit Chamber of Commerce Political Action Committee and has served as a board member of numerous other civic and philanthropic organizations. Mr. Anton is a nationally recognized Hospitality Industry leader. Mr. Anton is considered America's foremost expert in the planning and execution of important hospitality events including "The Taste of America" for the Presidential Inaugural in 1981 and 1985 and as Hospitality Chairman for Super Bowl XVI. Mr. Anton serves on the boards of the New England Culinary Institute, Johnson and Wales College and Michigan State University. As an advisory board member of the Detroit Public Schools Voc-Tech Program, Mr. Anton helped shape the highly acclaimed Golightly School Culinary/ Hospitality Vocational training curriculum.

LOVELY H. BILLUPS is the Director of Field Services for the Educational Issues Department of the American Federation of Teachers. A veteran classroom teacher at all levels of education, Ms. Billups is the author of a curriculum guide and has served as professor and consultant in the New York State Department of Education.

LESA ESBAUM, chairperson of the NEA Student Program, graduated in 1984 from Iowa State University with a Bachelor of Science in Elementary Education and specialized in Education of the Handicapped. Ms. Esbaum works with 50 states involving 800 colleges and 24,000 students enrolled in various areas of education. She also participates on the NCATE Council.

C. EMILY FEISTRITZER received her Ph.D. from Indiana University in Curriculum and Urban Affairs and Religious Studies. Dr. Feistritzer is the Director of the National Center for Education Information and is publisher of *NCEI Reports* and *Teacher Education Reports*. Her past experiences include teaching mathematics, serving as Director of the Teacher Corps and as Director of the Union Graduate School. Dr. Feistritzer is noted for such publications as *Cheating Our Children: Why We Need School Reform* and *The Making of a Teacher*.

MILDRED BARRY GARVIN is Assemblywoman of the 27th Legislative District in New Jersey. Assemblywoman Garvin serves as Chairperson of the Assembly Education Committee, Vice Chairperson of the Assembly Higher Education and Regulated Professions Committee, and co-chairperson of the Joint Committee on Public Schools. The present coordinator for the M.P.A. Program of Rutgers University, Assemblywoman Garvin previously was Associate Director of the Center for Urban Policy Research at Rutgers where she co-authored several publications.

EMLYN I. GRIFFITH, a member of the Intergovernmental Advisory Council on Education, received his J.D. degree from Cornell University. Attorney Griffith is a member of the New York Board of Regents which oversees all public and private education in the state. He is the current chairperson of the Regents' Committee on Elementary, Secondary and Continuing Education, and he has served as President of the National Association of State Boards of Education.

DAVIG G. IMIG is the Executive Director of the American Association of Colleges for Teacher Education in Washington, D.C. A former teacher, Dr. Imig received his Ph.D. in Foundations of Education from the University of Illinois. Administratively he has served as Education Officer, U.S.A.I.D. Mission to Sierra Leone Freetown; Assistant to the Director of the U.S.A.I.D. Mission to Liberia; and Program Director, Special Assistant to the Executive Director, and Director of Governmental Relations for the AACTE. In addition, Dr. Imig is a consultant and has published articles and position papers on teacher preparation.

RICHARD KUNKEL is the Executive Director of the National Council for Accreditation of Teacher Education in Washington, D.C. Dr. Kunkel graduated from St. Louis University with a Ph.D. in Administration and Curriculum. For the past 17 years Dr. Kunkel has worked at the college level in positions as professor, department chairperson, and from 1978-84 as Dean of the College of Education, University of Nevada at Las Vegas. The author of many publications, Dr. Kunkel also has extensive experience as a consultant to the private and public sectors.

ROBERT H. MARIK is Vice President for Public Affairs of Merck & Co., Inc. Recipient of a Ph.D. in Chemical Engineering from Carnegie-Mellon University, Dr. Marik also holds the M.B.A. from the University of Southern California. In addition to his work in the private sector, Dr. Marik has had extensive experience in the federal government where he has been Associate Director of the Office of Management and Budget and an Assistant Secretary of the Department of Health, Education, and Welfare. A member of the New Jersey State Board of Education, he has served on various task forces for the New Jersey Department of Education.

MARGARET S. MARSTON is a member of the Virginia State Board of Education and serves as chairperson of the Curriculum and Instruction Committee of the Board. Mrs. Marston, who attended the University of Arizona, is co-chairperson of the Government Affairs Committee for the

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ROBERT L. MARTIN is the Associate Manager, Resources Policy Department, for the United States Chamber of Commerce. Holder of the M.P.A. from Indiana University, Mr. Martin works with all branches of government in Washington on education, employment, and training issues. Prior to his association with the Chamber of Commerce, Mr. Martin served as Staff Assistant to Governor Bowen of Indiana and as Senior Staff Associate with the National Governors' Association.

GAIL NUCKOLS is chairperson of the Arlington School Board. Mrs. Nuckols, who has a B.A. in History from the University of Michigan, also serves as chairperson of the Metropolitan Area Boards of Education and as a member of the Legislative Committee of the Virginia School Board Association. Mrs. Nuckols was recently appointed to the Education Block Grants Advisory Committee in Virginia.

WILLIAM F. PIERCE, Executive Director of the Council of Chief State School Officers, holds a Ph. D. from Michigan State University. Formerly Dr. Pierce served as Acting Executive Commissioner for Support Services, Acting U.S. Commissioner of Education, and Deputy Commissioner for Occupational and Adult Education. Dr. Pierce has also been a high school and university instructor and has published several works relative to career education.

MARGUERITE C. REGAN, consultant and policy analyst for the Intergovernmental Advisory Council on Education, received her Ph.D. in Political Science from Purdue University. Dr. Regan's professional experiences include teaching at the secondary and university levels, chairing a social science department, conducting public policy research, and developing curriculum materials for the Chicago Board of Education. Dr. Regan serves as writer and editor for I.A.C.E. reports and as liaison between the conference participants and the Council.

JANE ROBERTS is Assistant Director of Communications at the U.S. Advisory Commission on Intergovernmental Relations where she is responsible for carrying out ACIR's national program of assistance to state and local governments. The author of numerous reports and articles, she holds the bachelor degree in Urban Affairs. Her previous experiences have included serving in the justice department of the governor's office in Virginia and on the staffs of the National League of Cities and the U.S. Conference of Mayors.

COLONEL WILLIAM A. SCOTT heads the Education Directorate within the Office of the Secretary of Defense. Holder of a graduate degree in Public Administration from the City University of New York, Col. Scott has taught military science and public administration at Wake Forest University and CUNY. Col. Scott represents DoD on various boards and committees dealing with education including the National Advisory Council on Continuing Education.

BASSAM Z. SHAKHASHIRI is the Assistant Director of Science and Engineering Education for the National Science Foundation. A former professor of Chemistry and Director of the Institute for Chemical Education at the University of Wisconsin, Dr. Shakhashiri received his Ph.D. from the University of Maryland. A member of the Board of Editors of the *Journal of College Science Teaching* and the Board of Publications of the *Journal of Chemical Education*, Dr. Shakhashiri has co-authored several publications. He has been elected to the Boston University Collegium of Distinguished Alumni and is a Danforth Foundation Associate.

GEORGE N. SMITH is Vice President of Northern Arizona University and Executive Director of the Center for Excellence in Education. Dr. Smith received a Doctorate of Education from Arizona State University and is the former Superintendent of Mesa Public Schools, Mesa, Arizona. Formerly the President of the Arizona State Board of Education, the Arizona School Administrators' Association, and the University-School Partnership, Dr. Smith is a member of the Intergovernmental Advisory Council on Education at the national level.

LAURA A. WAGNER, Director of the Office of Staff Development, California State Department of Education, received her Ph.D. in Curriculum and Teacher Education from Stanford University. Dr. Wagner is a State Executive Policy Fellow of the Council of Chief State School Officers/Institute for Educational Leadership. Her professional experiences include consulting and conducting research for the California State Department of Education, writing reports on teacher education, and teaching at the secondary level.

F. LEROY WALSER is the Acting Executive Director of the Federal Interagency Committee on Education. Holder of the M.A. in Spanish from Brigham Young University, Mr. Walser is in the doctoral program in Latin American Literature and Area Affairs at George Washington University in Washington, D.C. Mr. Walser has been a teacher and has served as Division Director and Branch Chief for the Office of Bilingual Education and Minority Languages Affairs.

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The following comments were extemporaneously delivered by the Honorable Newt Gingrich to the IACE National Networking Conference on Teacher Preparation and Retention. Congressman Gingrich was elected to his fourth term in 1984, holds master's and doctor's degrees from Tulane University, and was a Professor of History at West Georgia College.

Remarks by Congressman Newt Gingrich at the Intergovernmental Advisory Council on Education's National Networking Conference on Teacher Preparation

I was asked to come over here to sort of set the stage. I'm not sure precisely why because I'm a history teacher by background and a graduate of public schools, and have two daughters who are graduates of public schools. One of them started in Head Start. When I was a graduate student, I was poor enough to qualify for Head Start. But I would like to ask you to consider this an intellectual rather than a political speech, in the sense that I want you to measure what I'm going to say as though I were a college teacher talking to you rather than a politician. Because what I'm going to say is going to be sufficiently radical that I think it will take you a while to decide whether to reject all of it or just half of it.

My first question will be "Teacher preparation for what? Teacher retention for what?" So what happens is we assume we are where we are—imagine we were having a transportation conference in 1891. In 1891 we had just had a U.S. Census publication which said the great revolution which is liberating individuals and allowing them to have a sense of mobility is going to continue and expand and that's why the bicycle industry is going to become larger and larger.

Now if we were at a meeting in 1891 on transportation, we might have talked about improving railroads, which were the major source of public transportation and a major source of suburban to city transportation. Remember: Main Line Philadelphia was a term that referred to living on the Main Line so you could get up and walk down to the station and ride to work. And you had to be rich to be that close to the station.

Or second, we might have had a major panel discussion on what was the greatest single New York City transportation problem, which is, if you have that many horses you have that much manure. It was a very big problem in New York City in the 1890s. Or we might have talked about the impact of the bicycle which the Census Bureau pointed out was leading to a great deal more sexual promiscuity among teenagers, as they had personal conveniences that allowed them to get away from parental control.

Or we might have talked about the 400 small companies in Michigan that were experimenting with a toy called the horseless buggy. But it is highly unlikely we would have focused on the horseless buggy, because in 1890 the horseless buggy was a toy. It was not a car. It was not a transportation device competitive with trains, streetcars, horse and buggy or bicycles, it was a toy. Yet by 1905 the

automobile was the driving source of individual transportation in every American's dream.

. . . I would argue that everything we've done the last five years is essentially irrelevant. It is as though President Cleveland had appointed, in 1886 or 1887, the largest commission on improving the buggy in the history of the world. And that commission had worked at incredible levels—in every state there had been a parallel commission on improving the buggy. And we now had horse-breeding subcommittees, and we had buggy repair subcommittees that were just going like mad, and in fact they were all doomed to obsolescence. They would be irrelevant before the books were all printed. And I would suggest to you that almost all of the current emphasis of education fits that.

"...all human activities occur at four levels. The top level is vision."

The second principle I would like to share with you that will help you understand where I'm coming from is the concept that all human activities occur at four levels.

The bottom level is tactics—what do you do every day? Teachers walk in classrooms, they try to impose discipline. They try to get people to look at textbooks.

The level above is operations—what are you trying to accomplish, what projects do you have running? I would like my kids to learn how to read or I would like them to learn geometry.

Above that is strategy—what do you think you're accomplishing? I'd like them to be prepared to go to Voc. Tech. or to go to college or to do something.

The top level is vision. There's a hierarchy in the sense that operations are more important than tactics, strategy is more important then operations and vision is more important than strategy, and they are driven from the top down. Your assumptions about the vision level will define the strategies that make sense, your assumptions about the strategies will define the operations, and your assumptions about the operations will define the tactics you use; very important central concepts.

". . . when you focus on teacher preparation and retention, you are already inside the vision and strategy assumptions of a decaying old order."

Vision tends to be described in words and language. Strategy leads you to structures, operations lead you to management because you should be able to delegate operations to a specific person. A principal is delegated the operation of running a school. A teacher is delegated the operation of running a class. And at the bottom level is the doctrine "What do you do every day?" And we've spent an enormous amount of time for the last hundred years inventing a doctrine for the management of public schools, for example.

My suggestion to you is that when you focus on teacher preparation and retention, you are already inside the vision and strategy assumptions of a decaying old order. You are already trapped in a set of assumptions that are almost certainly false. And I think I'll prove that in the next few minutes. Only by backing out of tactics and operations and looking at vision and strategy are you going to be able to have any way of solving them.

". . . we are at the end of the Industrial Era, and all modern public education is an Industrial Era invention."

Now my assertions are very simple and, if correct, very profound. If they are incorrect you can dismiss this whole talk. My assertion is that there are three areas of the vision level in which virtually all modern education is now obsolete, and has been obsolete for a long time and is a testimony to the power of large systems to protect themselves

that no one has been able to successfully act as though it's obsolete.

The first level is that we are at the end of the Industrial Era, and all modern public education is an Industrial Era invention. Public schools are explicitly designed for factories. Colleges do not fit that. Colleges were designed for the Middle Ages which is why we still use the lecture system. The lecture system was designed for an age in which you could not afford books. And so the professor read off his lecture so you could take notes. There is literally no rationale for the lecture system today, except to expose students to powerful personalities. That is the only excuse for the lecture system. And every place in America that has a dull professor giving a mediocre lecture is an absolute condemnation of higher education's inability to professionally critique itself. And in that sense the tenure system, in my judgement (and I say this as a former professor), is a total disaster. And it could be justified only by a system that gave no grades to students. I mean to not grade professors and fire the bums is absolutely inexcusable and is protected only by the arrogance of higher education in saying "We're different than everybody else."

"Colleges were designed for the Middle Ages which is why we still use the lecture system."

Now, if my first critique, then, is that both general education and higher are obsolete, higher education is a little more obsolete, but both of them are obsolete models. Higher education is based on pre-printing and general education (Kindergarten through Grade 12) is based on the Industrial Era. Which is why, for instance, we use bells and we show up on time and we practice being able to sit for 45 minutes so that we don't break up the assembly line when we go to the bathroom.

The second assumption I want to make is that the teaching profession is, in and of itself, a false analysis of the problem of education. Teachers are not relevant to education, learners are. Teachers are a strategy for education. Furthermore, the real role of a teacher, once upon a time, was to love learning. The real power of a teacher was to be a model of loving learning. The more we have focused on teaching, the more we have destroyed the capacity of teachers to model learning because they're focused on acquiring a set of skills which are essentially irrelevant. It's essentially irrelevant what skills you bring to the classroom if you have passion. Great missionaries are a function of great passion, and very few missionary groups focus primarily on the ability to communicate technically a set of skills which we can define as third grade instruction. What they focus on is the love of religion and the love of salvation and the love of that person you're trying to save.

"Teachers are not relevant to education, learners are."

And I would suggest to you, and I'll come back to it in a second, that the focus on teaching has precisely misled us about the nature of education. Because teaching is only a strategy to achieve an end, the end being the impact on the learner. And, by the way, the rise of teacher colleges has been the ultimate disaster in that sense, because now people who are second-order removed are focused primarily on an essentially irrelevant process. So they make important what is really irrelevant. When what really matters is what you are learning and why are you learning it and how do I get you to learn it?

". . . teaching is only a strategy to achieve an end, the end being the impact on the learner."

". . . what really matters is what are you learning and why are you learning it and how do I get you to learn it?"

What roped me into this is that I asked a student one time to invent for me the ideal school. And he said "I would invent a trap which you could only escape from by learning." And it occurred to me that if I could invent a trap that every first grader went into that they could only get out of by reading, I wouldn't care if I never again had a teacher, as long as they literally had to read. And if they learned to read from other first graders, if they learned to read from a computer or from videotapes or from human beings, I wouldn't care how you teach reading, I would care that they had acquired reading.

Now by asking the wrong question, we have created an entire industry which now, in order to protect itself, cannot afford to ask the right question.

". . . the more successful we are in creating a bureaucratic structure for education, the less likely it is that any learning will occur except by accident."

The third place we have fundamentally failed is in bureaucratizing education. The more bureaucratic education is—and most of the recent reforms just increase the pressure to become bureaucratic—the more bureaucratic education is, the more you will drive creative people out of it. It's not a function of money. We used to have very, very good teachers who were paid almost nothing, but they taught because they liked teaching, because they loved learning and because it was the only job in their community that allowed them to spend their day learning. You have first-rate people who walked off from plowing behind a mule to teach because teaching was physically easier and a heck of a lot more fun. And they took a drop in actual pay in order to play a game they loved. The more we bureaucratize teaching, the less likely it is you will have people there who like learning, because bureaucracy is antithetical to learning.

People who learn a lot are troublemakers in a bureaucracy. And bureaucracies deaden the capacity to cause trouble. They have to, it's the nature of bureaucracy. Therefore, the more successful we are in creating a bureaucratic structure for education, the less likely it is that any learning will occur except by accident. Which also means that you create a bureaucratic structure for the students. So the primary thing that modern education does is to teach young people how to function in bureaucracies. And the largest single way you're going to do that is by cheating. If you doubt that, go to any public high school and ask the students how many of them know somebody who cheats on tests and cheats on papers. Since they're only dealing with a bureaucracy they say "Why not cheat, it's only a bureaucracy, what matters is that I show up for homeroom so I'm counted, not that I be here so I learn." And if you doubt that, again, I'll be glad to set up a focus group for any of you and we'll sit down with 15 randomly chosen high school seniors and we'll talk about what they've learned about the structure of their existence.

". . . we have focused on teaching when our focus should be on learning . . ."

Now, assume for a second that what I suggested to you is correct, that we are entering the Information Age with an educational system that is largely based on the Industrial Era except for higher education which is medieval, that we have focused on teaching when our focus should be on learning, and that we've created a bureaucracy when what we really want is an entrepreneurial system that's open to people who are creative, and a missionary system. Education is ultimately a missionary function of civilizing the savages. And

as each generation produces a new generation of savages, then one of our jobs is to convince them between the time they are three years old and the time that they're fifteen that they should join civilization. Those are the three great functions of education: how do we become an Information Age education system, how do we focus on learning not teaching and how do we recreate the civilizing mission?

The problem you face with that, it seems to me, is first of all everything I've just said is unthinkable. If you were to say that to the average college faculty they would boo you off the stage. If you would say that to the average teachers' union they would scream at you and picket. If you were to say that to the average education bureaucracy they would panic because they would have to learn new jobs. Therefore, you would be facing a real crisis.

My personal analysis is that one of two things will happen: either the education system itself will fundamentally change, will go through something as radical as the medical profession did with the Flexner Report in 1911, or the culture at large will simply make it obsolescent and irrelevant and you will get less and less real resources and that's already happening. If you took all the education in America in 1930, a higher percentage of it occurred within formal bureaucratic structures than is occurring today. More and more education is being externalized outside of formal education because formal education is a less and less cost-benefit-ratio value. Which is why more businesses run their own systems, why there's a Xerox University, it's why you have more and more people buying audio tapes to listen to as they drive around the country. You have all sorts of things going on out there, that's why most of you don't voluntarily go back to school. Most adults don't voluntarily subject themselves to a system that makes them feel inferior. If you want to learn, you learn a lot of other ways. You may learn history by going on a tour of Europe, more likely than taking five hours of European History. And that should tell you something about the underlying structures.

"More and more education is being externalized outside of formal education, because formal education is a less and less cost-benefit-ratio value."

If the structure is such that people don't voluntarily go to it, you may ask yourself why we are so confident we should impose it on people.

The way we will ultimately change is not by any great national commission, because we don't know enough to give a national commission. Again, we're in the position of automobiles in 1890 not 1940. We will change by literally thousands and thousands of small experiments. And one of our problems now is we have locked ourselves into a bureaucratic professional mindset that makes experiments very difficult because we mandate hours. I'll give you the best example. Everybody says they want people to learn how to read. I have a system that I think would almost guarantee that people would read massively, because the most important thing about reading is that you read, it's not that you acquire technology of learning what words mean.

". . . we have locked ourselves into a bureaucratic professional mindset that makes experiments very difficult because we mandate hours."

And my proposal is that if the school systems say to students, "If you'll read one book a week (any book in the school library counts) and we'll keep it on computer so that you can't, over the course of your career, read the same book 18 times: if you'll read one book a week and walk into your homeroom teacher and have that teacher ask you five or ten

". . . the most important thing about reading is that you read . . ."

questions and convince the teacher that you read the book; and if you and the teacher disagree you go to the principal and let the principal decide (the principal's decision if final), then when Thanksgiving comes you'll get an extra day off, that will be a test day for everybody else and you'll get an automatic A. And when Christmas comes you'll get an extra day off, and when Easter comes you'll get an extra day off and you'll get out a day early. And you'll have four A's counted toward your grades and you'll have four days off." Now that would, in the status system of students, particularly the first time I sat in class and I took a test, and my cousin was gone because he read and I got an 82 and he got an A and he wasn't even there, that would guarantee that by spring of the first year you instituted the system and that you'd have probably 85 percent participation

You'd have to trust the teacher to have judgement. You'd have to trust the principal to have judgement. You'd have to trust the student to actually have read something. And if you can't give oral exams on books without reasonably high accuracy you can learn to.

Now in that setting what would happen? You would have the average student read 40 books a year. By the time they got out of the 12th grade, they'd have read 480 books. Of course, you'd have lost four days of ADA unless you could get the state to approve it. You'd have shattered the whole concept of teacher accountability. You'd have threatened the whole notion of teaching to the test. And there would be a lot of downside problems nobody could cope with. Yet I would bet you the net result would be a school system in which everybody carried books around. You'd have the most heavily used libraries in the country. It's also an absolutely impossible model to experiment with right now, because you'd have to change so many regulations, so many cultural attitudes, you'd be so threatening to the teacher who would say "Oh, my God, they'll walk up with a book I don't know anything about. How am I going to cope with this sense of insecurity that the student could make me look like a fool? Do you really expect me to be able to pick up a book and ask intelligent questions out of it?" You'd give a lot of control to the student. The student would actually be allowed to choose things.

". . . that one small example . . . goes right at the heart of the student's value system . . . right at the heart of what professionalism once meant . . ."

So I would suggest to you in taking that one small example, if your high value was reading, that would get more reading done than the next 26,000 teacher courses in how to teach reading, because it goes right at the heart of the student's value system, right at the heart of rewarding the student for right behavior, right at the heart of entrepreneurialism, and right at the heart of what professionalism once meant, which is fully to master your trade.

I'll leave you with this thought. . . . May I suggest to you that it's very conceivable to be paying very tiny amounts of money to grandparents to handle very small numbers of students with very explicit objectives which would get you to a higher level of civilizing influence than putting those same kids in a day care center where they are in some kind of state-directed lesson plan environment taught by somebody who does not necessarily have a personal relationship with the people who are involved.

I would suggest to you that, as a way of thinking and breaking down your resistances, you start with the question: if we took half the kids from three to six in Grand Rapids, Michigan, and put them in the grandparent mode and half the kids in the public school system, would the kids who were taught by grandparents be dramatically worse off? I'm not sure that you could make a convincing argument that they would be.

You're the professional, I'm just an amateur, and I'd like you to think through this model and start at the vision level and then work into the rest of your topic.

Thank you.

The Honorable Orrin G. Hatch was elected to his second term in the United States Senate in 1984. Senator Hatch is Chairman of the Labor and Human Resources Committee which has oversight responsibilities over the Department of Labor, the Department of Health and Human Services, and the Department of Education. Senator Hatch received a Bachelor of Science degree in History from Brigham Young University and earned the Juris Doctor degree from the University of Pittsburgh. The Senator holds an honorary doctorate from the University of Maryland.

"The Enhancement of Teaching"

By Senator Orrin Hatch
Chairman, Senate Committee on Labor
and Human Resources

Before the IACE National Conference on Intergovernmental Networking

I must admit that there were moments when I thought I was being brought here under false pretenses. Your invitation, which I read quickly, featured the word "networking." I first thought I was being asked to open a session on the liberation of CBS. As you know, I've delegated that assignment to Ted Turner.

We are here to consider a more important network. This network is the public and private - federal, state and local cooperation necessary for the recruitment, preparation and retention of good teachers. This breed of networking is essential because good schools cannot exist apart from good teachers. The enhancement of teaching is an essential part of our current nationwide effort to improve the education of our children.

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There are large problems concerning both the quantity and quality of our teachers. After the teacher surplus of the 1970s, a severe teacher shortage looms in the 1980s. By 1990, a million new teachers must be hired. This is 40 percent of today's teaching force. We already suffer from an intellectual drought, brought about by too few teachers who are versed in mathematics, science and foreign languages.

"We already suffer from an intellectual drought . . ."

That our teachers be able to teach well has been and is a major public concern, highlighted by the "rising tide of mediocrity" in our schools and the educational excellence movement that has arisen to combat it. As of a year ago, 30 states were implementing or planning to implement teacher competency tests. The states seem intent upon toughening the requirements for getting and keeping a certification to teach. Albert Shanker of the American Federation of Teachers has called for a national test for all new teachers, a call that was supported by a recent Washington conference sponsored by the American Enterprise Institute and the National Center for Education Information.

The country at large seems disposed to sift and screen both would-be teachers and working teachers. Educators did not set this goal. It came from the elected representatives of the people, mostly at the state level. An air of retribution permeates this cause, as if governors and state legislators are saying: "You educators have not been willing to maintain meaningful professional standards, and therefore, we will compel you to do so." Not surprisingly, teachers feel unappreciated, if not totally disparaged.

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All of this is happening at a time when the mirror test threatens to become the only feasible competency test, the mirror test being: 'If your breath fogs the glass, you're hired.' Some

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schools are already desperate for teachers. If this shortage grows, many more schools will make 'standing in line' the hardest part of getting a teaching job.

If any competency test becomes stultifying or repulsive, it will defeat its purpose. It will dissuade people from teaching when many more teachers are needed. Ultimately, need could overwhelm qualms over quality, and our classrooms could be staffed helterskelter by people who have met no particular standard.

We cannot ignore incompetency among teachers, and we cannot ignore our need for more teachers. We must address both problems, which means we must address each in a way that does not make the other worse.

One of the first things we must do is to work to ensure that the competency tests, whether they are written exams of personal evaluations, are neither trivial nor demeaning to teachers. Here we must look to our universities. States and local boards of education may require these tests, but educators, primarily in universities, will develop them. Their efforts in this regard are inextricably tied to the research they perform and to the standards they set for the training of new teachers. In other words, improving the evaluation of teachers is bound up with improving educational research and teacher education.

In hearings I conducted in 1983 on the American crisis in education, it became apparent that the competency of university departments of education is also in question, both regarding research and teacher training. If university educators are to establish tests and standards for primary and secondary school teachers and if university educators are to reform teacher training programs to foster greater rigor, the post secondary establishment itself must endure some scrutiny. At our committee hearings, we heard numerous complaints about the vapid, make-work courses that are often requisites for teacher certification. We learned about disruptions in teaching caused by the frequent intrusion of the latest developments in pedagogy and classroom organization - developments that were often just fads.

In 1910 a man named Mr. Flexner toured the nation's medical schools and issued a report that led to a fundamental reform of medical education that became the basis for the preeminence of American medicine. Our university departments of education need Mr. Flexner today. We need to focus on what really matters in teaching, and build our competency tests around the standard set.

The federal Department of Education can help. It has the National Institute of Education and the National Center for Education Statistics which can and should focus their attention on helping the schools of education develop meaningful curricula for teacher training, meaningful standards for teacher certification, and meaningful teacher competency tests.

The N.I.E. is up for reauthorization, and Secretary Bennett is considering a restructuring of the Department's entire research operation. As the debate unfolds on the Department's role in educational research, I shall advocate that the Department fund studies that review and analyze the proliferation of state competency tests. I shall also support the funding of research in practical pedagogy - in other words, studies of the best ways to teach, and studies of the best programs that

prepare people to teach. I do not yet intend to introduce any particular legislation, but these are themes I will stress during the reauthorization of the N.I.E. and the Higher Education Act.

I feel that proper educational research, better teacher education programs, and a well-designed and regular assessment of teachers can do much to improve the quality of teaching. These measures can also contribute to teacher recruitment and retention in that a more competent profession is likely to be more intrinsically rewarding and more highly regarded. However, I also feel that more will be required if the nation is to have the teachers it needs.

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Flexibility is necessary. If teaching is to be made more rigorous through standards and competency testing, there must be compensations. It would be futile to pile written exams and formal evaluations upon our current rigid system for training and employing teachers. These would only add to the dissatisfaction that teachers already feel. Already, most teachers leave the profession after only a few years on the job, and these tend to be the more academically capable teachers. Between 1971 and 1981, a survey of teachers showed a jump from 10 percent to 40 percent in teachers who admitted that they would not go into teaching again, if they had their lives to live over. So, there must be compensations, and by "compensations" I mean more than money.

I believe that teachers should be paid more. During the 1970s, the real income of teachers dropped by 15 percent. During this same period, teachers received a smaller proportion of the budget for primary and secondary education. Beginning teachers are paid less than most junior staff assistants on Capitol Hill, and that isn't right.

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On the other hand, the National Education Association has intimated that more money for every teacher would be a panacea that would ensure an adequate supply of able career teachers. This is a simplistic notion that the country won't buy. We are spending over $100 billion a year on elementary and secondary education, at least as much per student as other advanced industrial nations. The states, in particular, are in no mood to raise teachers' salaries without some assurance that the schools will improve. Teachers, while wanting more money, also want the prospect of upward mobility, a say in the organization of their work, the respect of their communities, and some relief from the discipline problems plaguing our schools. Even then, it is likely that many of the most able people will want to devote no more than a few years to teaching.

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Career ladders within the classrooms are essential. Why should any young person want to start a job at age 22 or 23 with no prospect of meaningful advancement, short of leaving the classroom to become an administrator or leaving the field altogether to become a computer programmer or insurance salesman? Colleges have instructors, assistant professors, associate professors, full professors and professors with endowed chairs. Why can't our elementary and secondary schools do something analogous?

Tennessee under the leadership of Governor Alexander has developed a promising approach whereby teachers may progress on the basis of experience and achievement from apprentice to professional to senior professional to master teacher. This is a step in the right direction that the rest of the

country should consider. Even the American Federation of Teachers supports the idea that teachers begin as apprentices, and move on from there according to demonstrated performance.

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Perhaps, we should go even further. Why shouldn't the local Chevy dealership establish a chair in chemistry or literature at the local high school to be filled by an exceptional teacher who is worthy of the mention and the money? Perhaps, teachers' unions will object to this. But if teaching *is* a profession, it should not be restricted like some medieval guild.

I also see no compelling reason why teachers should not receive "incentive pay"—which should not be confused with "merit pay." Merit pay is a bonus for doing a good job. "Incentive pay" is a prearranged increment that a teacher receives for assuming a particular responsibility. The most obvious example is paying a capable mathematics, science or language teacher more because there is a shortage of mathematics, science and language teachers. In this case, incentive pay brings market forces to the aid of schools which must attract and retain teachers with rare specialties or specialties which are in strong demand elsewhere. The potential resentment of other teachers is surely an obstacle to a rare teacher differential, but differences in income based on demand exist throughout our economy. If the choice is between using differentials or hiring incompetent teachers for certain subjects, the schools should go with the former. If the teachers with more common specialties want the higher pay, they can retrain for the rarer specialties. It is the American way, and should not be taken as a sign that some subjects are more intrinsically valuable than others.

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A proper career ladder and a judicious use of incentive pay should distribute income and honor so as to help secure the range of qualified teachers essential to a good school. Merit pay can help too, since it is both just and sensible to reward teachers who are effective. But I can see the unions' point about the difficulty of designing a fair method of apportioning merit pay. Ultimately, I suspect that one to three thousand dollar bonuses will be less important than the raises that come with the promotions that comprise an established career ladder.

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Another important issue is the say teachers have concerning their own work. Increasingly, teachers feel left out of policy debates, and put upon by the people who do make the decisions: the administrators, the school boards, and the states. A person cannot be a professional if he is made to be a marionette. Once teachers meet the standards that are being set for them, they should be allowed some direction, and also some say in determining curricula. In recent years, in part due to quality problems with teachers, there have been efforts to construct "teacher proof" curricula that require rigid and therefore stultifying performances by teachers. I don't blame the teachers for resenting this. It is far better for the schools and for teaching to weed out the incompetent or the marginally competent, and to allow the able teachers the latitude to do a proper job. This is not to say that teachers should ignore parents, community standards, state requirements, or their principals. But there is a happy medium that spells cooperation and mutual respect.

My reputation in education arises primarily from my work on behalf of parents' rights. I am proud of my contribu-

tion here, because I feel that schools have often ignored or discounted the legitimate concerns and responsibilities of parents. However, I am disheartened by the erroneous portrayal of this work as unidimensional or threatening to teachers and schools. What I seek is cooperation, shared information and shared responsibility. So, I will now say something to clear the air.

I am appalled with the way some parents and some communities treat their teachers and their schools. I speak of those parents who think that they can ignore their children, malnourish them, deprive them of discipline and moral instruction, and then demand and expect that the schools make up for what is missing at home. To the degree that some parents or communities deposit juvenile delinquents on the school steps, no one should be surprised that the teachers dwell on discipline rather than teaching, or that teaching suffers as a result. Repeatedly, in hearings in recent years teachers and their representatives have told me that teachers are tired of being saddled with social and discipline problems because they disrupt the classrooms, take time for education, and steal the joy from teaching. Schools are not day care centers for the convenience of working parents. They are not factories where children are manufactured into adults. Raising children is a parental and community responsibility. Parents and communities must help the teachers and show respect for their work. Unless this happens, one cannot expect teaching to be an attractive career.

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If we do what I have here suggested, we can make teaching more attractive. Still, we should accept reality—which is that many teachers will ultimately leave the profession. There is nothing new to the turnover in teaching. It has ever been so. This is why master teachers are so important, because teaching must be built around a core of true professionals, real mentors who can guide their transient colleagues, both the younger ones who are trying out teaching, and the older ones who come to teaching from other occupations. The professional careerists should be given the perks, the status and the money necessary to ensure a quality elite.

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The people who are more likely to be temporary teachers should be treated with greater flexibility. The temporary teachers are not essential to filling out the teaching force, they are an essential source for rarer competences, such as in science and math. Therefore, accommodations should be made for these teachers as well. I am pleased to see that Pennsylvania has begun a program to facilitate the entry of older people who want to make teaching a second career. States might also consider special training programs for part-time teachers who have other careers. Engineers, accountants, bankers and linguists who are willing to teach a class or two would inspire community involvement with the schools and also bring needed expertise to the job. Congress should consider tying grants and loans for professional education to the fulfillment of several years of teaching.

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As I said earlier, flexibility is vital. In particular, I hope the states will keep this in mind, and will not get so caught up in the zeal for reform that the standards they impose yield a fruitless and excessive standardization. Similarly, the unions must unbend a bit, and stop treating their members like some proletariat on an assembly line.

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Finally, as teaching deals with the life of the mind, some intellectual community among teachers is necessary to their well-being. Teachers need the opportunity to attend seminars and summer institutes to converse and to learn. Last year, Congress enacted the Education for Economic Security Act, better known as the math/science bill. This legislation includes a provision, which I added, which will establish summer institutes for mathematics and science teachers. When he was at the Endowment for the Humanities, Secretary Bennett established a similar summer program for humanities teachers. This past fall I worked to pass the Talented Teachers Act which we developed with Albert Shanker of the A.F.T. Once we get some funding for it, this law will create a pilot program which will enable exceptional teachers to take sabbaticals. I hope that the states and local school districts will follow this lead.

The federal government should do what is practical and proper to help teaching, but the fate of teaching rests elsewhere. I think we will see a shift in federally sponsored research to the evaluations necessary to the success of the excellence movement. I think we will see some pilot programs to try out new ideas, and some adjustments to our student aid programs to encourage people to try teaching. But the network that really matters is the cooperation among states, parents, communities, universities, and the teachers themselves.

Conference Agenda

INTERGOVERNMENTAL ADVISORY COUNCIL
ON EDUCATION

NATIONAL NETWORKING CONFERENCE
TOPIC: TEACHER PREPARATION

WASHINGTON, D.C.

HOLIDAY INN-CAPITOL

THURSDAY, MAY 2

8:45 a.m. REGISTRATION

9:15 a.m. OPENING REMARKS:
The Honorable Newt Gingrich
U.S. House of Representatives

9:45 a.m. "TOMORROW'S TEACHERS"
Myths and Realities -- *David Imig, AACTE*
Richard Kunkel, NCATE

11:00 a.m. REACTORS:
1. Students - *Lesa Eskam, George Washington University*
2. Parents - *Robert Marik, Marok & Co., Inc.*
3. Teachers - *Lovely Billups, former teacher, Greenburgh, New York*
4. Administrators - *Harley Adamson, Weber State College*
5. Business/Industry - *Robert Martin, U.S. Chamber of Commerce*

12 NOON LUNCHEON
Introduction - *Emily Feistritzer, National Center for Education Information*
Remarks - *George Smith, Vice President, Northern Arizona University and Executive Director, Center for Excellence in Education*

1:45 p.m. PANEL: Intergovernmental Groups on Networking
Emlyn Griffith, Moderator
FICE - LeRoy Walser
ACIR - Jana Roberts
ELC - William Pierce

2:15 p.m. ROUNDTABLE DISCUSSIONS

4:30 p.m. ADJOURN

FRIDAY, MAY 3

9:15 a.m. REMARKS:
The Honorable Orrin Hatch
Chairman, Senate Committee on Labor and Human Resources

9:45 a.m. REACTORS:
1. Local
School Districts/Boards - *Gail Nuckols Arlington County School Board*
Business/Industry - *William Anton National Restaurant Association*
2. State
Boards - *Margaret Marston, Virginia State Board of Education*
Legislatures - *Mildred Barry Garvin New Jersey State Assembly*
3. Federal
Agencies - *William Scott, Department of Defense*
Institutes - *Bassam Shakhashiri, National Science Foundation*

10:45 a.m. QUESTION AND ANSWER SESSION

11:30 a.m. SUMMATION FROM ROUNDTABLES
CHARGE FOR DISSEMINATION

12 NOON ADJOURN

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I.A.C.E. Looks to the Future

I.A.C.E.'s networking conference on "Teacher Preparation and Retention" was the first of four planned conferences on subjects of mutual concern to elected officials, parents, educators and representatives of business and industry.

One participant noted that "...the IACE has initiated a much needed process (networking) to assist those involved in all aspects and at all levels of the educational arena." (B. Keith Eicher, Association of Teacher Educators) There are advantages to the networking concept. The sharing of different visions of education avoids the dangers of isolation of ideas, which leads to narrow viewpoints, and the wasteful duplication of ideas. Throughout the conference there was free and often spirited dialogue about the means—Federal, state, local and private sector roles—of addressing the issues. At the conclusion there was consensus that the issue of teacher recruitment, preparation and retention is being addressed by a broad spectrum of the citizenry around the country on the state and local levels. Through the format of sharing and reacting, participants had an opportunity to broaden their understanding of the issue and to envision future solutions.

Networking conferences, bringing together key decision-makers from the various intergovernmental levels in education, government and the private sector, enable us to share successful innovations and disseminate these to our constituent bases.

LOOKING AHEAD...

I.A.C.E.'s next national networking conference will take place in Washington, D.C., in the fall of 1985. The subject, "Job Training and Re-training," is of intergovernmental interest and involves business, industry and many Federal agencies, most notably Labor and Education.